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ABSTRACT

In most countries in the world, the democratization of education is a major concern of educational and social planners. This report reviews and briefly describes research and development programs in countries other than the United States. The review suggests that the concerns and the patterns being followed generally parallel activities in the U.S. "Disadvantaged" groups tend to be those of racial or ethnic minority group status, immigrants and in-migrants, and those of low socioeconomic or impoverished status. The programs are generally similar to those of the U.S., although there are some elements of difference in both problems and programs. Americans will do well to open further the lines of two-way communication to fill in knowledge gaps, bolster theory, and better understand the nature and meaning of compensatory programing. (Author/DM)

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RESEARCH AND DEVELOPMENT IN COMPENSATORY EDUCATION ABROAD

UD011555

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July 1971

Research and Development in Compensatory Education Abroad

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As pointed out in a report on a Unesco Institute for Education (Hamburg) meeting which dealt with Deprivation and Disadvantage: Nature and Manifestations:

> In most countries in the world, there has been a dramatic and spectacular growth in educational provisions--growth in terms of years of schooling available, facilities and resources provided, and the populations to whom these services and facilities are available. Yet educational opportunities and provisions have been and still are unequal. For a variety of reasons, many children are unable to profit fully from provisions which are available, many schools are unable to deliver appropriate educational programs, and many pupils are excluded from some aspects of the system. (Passow, 1970, p.15)

Thus whether industrialized and "developed" or less industrialized and "developing", the democratization of education in the basic sense of increasing access to schools and nurturing individual potential is a major concern for educational and social planners. In the past decade or so, research and development efforts have been and are being mounted. The focus of such efforts have some common elements--usually the children of the poor, ethnic and racial minorities, migrants and immigrants, and religious minorities. The September 1971 world conference of Unesco-International Bureau of Education will examine the consequences of social background on educational prospects for the individual, bringing to bear research reports, program descriptions, and official policy statements. The concept of "compensatory education" will be explored through national reports and working papers.

Deprivation and Disadvantage: Nature and Manifestations (Passow, 1970) emerged from a week-long meeting at which reviews of research and programs from six countries (England and Wales, Germany, Ireland, Israel, Scotland, and the U.S.A.) were discussed. Wiseman and Goldman reviewed developments in England and Wales in terms of educational opportunity and social class and the special problems encountered by non-white immigrants (particularly, West Indians, Hindi, and Pakistani). Goldschmidt and Sommerkorn analyzed problems of disadvantage encountered by working class children, girls, Catholic children, and rural children in some of the German states as well as steps taken at reforming the educational system--including preschool education, all-day schools, special guidance, comprehensive schools, and alternative paths to school-leaving certificates. Kellaghan identified three groups of disadvantaged children in Ireland--children from lower-income families, those who drop out of post-primary education, itinerants and migrants. The Smilanskys described the successive waves of immigration with diverse patterns of behavior and scales of values who have constituted the disadvantaged population in Israel since its founding in 1948. Nisbet reported that social handicap seems to be less of a problem in Scotland except as it influences early school leaving and continuing on to higher education. However, there are desperately poor families, particularly in the more urban areas, and efforts are being made to improve conditions by dealing with housing, health, employment and a total attack on the problem. Havighurst and Passow reported on the U.S.A. scene.

The Unesco Institute of Education devoted a special number of the International Review of Education to the theme, "The Effects of Urbanization

on Education." (Passow, 1967) The consequences of urbanization on education in Britain, France, Israel, Japan, Nigeria and the U.S.A. are examined in separate articles.

The Organization for Economic Cooperation and Development (OECD) through its Centre for Educational Research and Innovation (CERI) has been concerned with problems of equal educational opportunity since 1968.

At an early meeting in 1968, it was suggested that CERI sponsor a program of action research designed to meet the special needs of disadvantaged groups. The areas of action proposed included experimental work in: preschool programs, primary school enrichment, secondary school enrichment, second chance facilities, the isolated school, and the urban immigrant. It has reviewed literature and research from member countries and the U.S.A. in pertinent areas. Its Strategy Group on Educational Growth and Educational Opportunity was established:

a) to examine the general strategies now available, or feasible in the future, for maximising the performance of educational systems in terms of equality of opportunity;

b) to give guidance to the Secretariat concerning the implementation of its experimental and research programmes in this area; and

c) in due course, to submit a report on alternative strategies and programmes which might be pursued by OECD Member countries. (OECD- CERI, 1969)

The Strategy Group has submitted interim working reports. An early paper reviewed pre-school projects giving special attention "to the problems of the socially disadvantaged." The Netherlands' Project Compensation Programme includes three strategies carried out in five variations: (a) Family Influencing Programme, aimed at increasing the independence of

parents in the cultural and pedagogical spheres; (b) Language and Thought Programme, focusing on spoken language as a means for facilitating growth in reading and arithmetic; and (c) School Readiness Programme, aimed at reducing the difficulties of beginning reading through step-by-step methods; (d) combination of a and b; and (e) combination of a and c. Norway's Pre-School Project involves 14 classes of 15 children each in Oslo aimed at preparing children for the elementary school. Sweden's Nursery School Project is concerned with analyses of nursery school programs as a basis for developing "pre-school education for socially disadvantaged children." A pre-primary center has been established in Dublin, Ireland, "to discover what contributions the school working in its own environment and in the community from which its pupils are drawn, can make towards overcoming the disadvantages from which children suffer." The Educational Priority Areas (E.P.A.) Research Program in the United Kingdom involves pre-school designs with two forms of intervention treatment--adaptation of the Peabody Language Development Kit and a conglomeration of approaches including non-programmed language acceleration schemes. (OECD-CERI, 1969)

A second paper examined the question: "Pre-School Education: A Part of Compensatory Education or a Key Educational Strategy?" Ways in which pre-school education was provided in some member countries were reviewed. Pre-school programs are rather common in some countries but just being introduced in others. For one thing, compulsory primary school begins at different ages (5 in the United Kingdom, 6 in Belgium and France, and 7 in the Scandinavian countries, for example) and pre-school activities begin at age 2 in England and age 4 in Holland. Pre-school education is viewed as part of the educational system (compulsory or voluntary) or as especially

concerned with problems of socially and/or culturally disadvantaged populations, those who are "outside the mainstream of educational, cultural, economic, and frequently political life." Some of the American Title I experience is reviewed and the Strategy Group suggested that international comparative studies include research in early learning strategies, evaluation, and pre-school methods. (OECD-CERI, 1971)

The Strategy Group has been concerned with examing four alternative educational strategies--pre-school training, compensatory education at the primary level, comprehensive education at the secondary level, and recurrent education. The latter term involved

> the alternation of periods of education and periods of work in order to facilitate the interaction between occupational and educational experiences and thus to provide the individual with the means to participate to the full extent of his capacities in the shaping and continuous reshaping of his environment and of society. (OECD-CERI, 1971, p.3)

In a 1971 statement, the CERI Strategy Group proposed that recurrent education might gradually "replace the present post-compulsory levels of education as well as part of the existing adult education schemes." (OECD-CERI, 1971, p.47) In its deliberations, the CERI group has given attention to the existing limits of education in equalizing an individual's life chances, arguing that education must be reviewed realistically in its socio-economic context. Equality of access to the same educational programs and institutions by various social groups has traditionally been considered as providing equality of educational opportunity; the group suggests that equality must be considered more broadly in terms of educational inputs, outputs, and processes.

The working papers, documents, and reports emanating from such inter-

national groups indicate a growing interest in educational, sociological, and psychological research as a basis for program planning and resource allocation. In the concern for extending access to education, terms such as disadvantaged and compensatory education are used in the literature ever more frequently.

England and Israel are two countries whose research and program development efforts for disadvantaged populations seem to parallel those of the United States most closely. Reports of work in these two nations seem more relevant and are more accessible to American researchers than is research from most other countries concerned with compensatory programming. Research and program development in England and Israel are, therefore, reported in some detail below to indicate how these nations are tackling problems of providing equality of educational opportunity.

Compensatory Education in the United Kingdom

There are two somewhat separate but clearly related lines of development with respect to the disadvantaged in England. On the one hand, the differentials in educational attainment between working and lower-class youth and others had become a matter of serious concern in post-war England. Sociological studies of class differences had become part of the educational and political scene by the 1950's and the focus of controversy in local and national elections. Beginning in 1959, a series of official reports was issued by the Central Advisory Council for Education--Crowther Report, 15 to 18 (1959); Robbins Report, Higher Education (1963); Newsom Report, Half Our Future (1963); and Plowden Report, Children and Their Primary Schools (1967). These reports provided fresh data and focused attention on the need for educational reform, particularly as it affected lower-class

children. On the other hand, a relatively large-scale influx of immigrant children (mainly from Hindi, Pakistani, West Indian and Cypriot families) taxed schools in their efforts to provide adequately for children who were culturally or linguistically different. In some respects, the problems of education of working-class children which had received official attention (particularly in the Newsom and Plowden Reports) has been somewhat downplayed recently, except where such pupils are also immigrants. Birley and Dufton (1971) surveyed inequalities of educational opportunity in Britain pulling together data from a variety of sources.

Britain has a long tradition of studies of class differentials in educational opportunity and achievement. (See, for example, Floud, Halsey, and Martin, 1956; Fraser, 1959; Jackson and Marsden, 1962; Mays, 1962; and Wiseman, 1964). Longitudinal data for more than five thousand children--a sample of all those born the first week in March 1946 in Britain--are available from a continuing study undertaken by the London School of Economics Medical Research Council Unit. In The Home and the School, Douglas (1964) detailed the primary school attainments of the group, including the results of the 11+ selection for secondary schools. The data show that working class youngsters were not proportionately represented in grammar school selection and that when children of different social classes were matched for intelligence, the child of the unskilled worker had about half the chance of gaining a grammar school place than did the child of the professional parent. Further, 54% of children of unskilled worker parents leave grammar school without gaining at least three General Certificate of Education O-Level passes, whereas the figure for children of professional parents with an identical level of ability at entry was only 10%. Streaming or ability grouping reinforces the social selection process:

> Children who come from well-kept homes and who are themselves clean, well clothed and shod, stand a greater chance of being put in the upper streams than their measured ability would seem to justify. Once there they are likely to stay and to improve performance in succeeding years. This is in striking contrast to the deterioration noticed in those children of similar initial measured ability who were placed in lower streams. (Douglas, 1964, p. 118)

In All Our Future (Douglas, Ross, and Simpson, 1968) the educational progress of the same group of pupils was followed through their first five years of secondary schooling. The researchers found that: "the social class differences in educational opportunity which were considerable at the primary stage have increased at the secondary and extend now even to pupils of high ability." Nearly half of the pupils of working class origins left school before they were 16 1/2, including many who might otherwise have qualified for administrative and professional occupations. Douglas and his colleagues found that parental, interest, school staffing, and equipment are all associated with early leaving, especially with working class pupils of borderline ability.

In a review of research dealing with home and school relationships and the effects of environmental factors on scholastic achievement, Goodacre (1970) found that"interest has shifted from studies of poverty to the less easily identified but possibly more educationally relevant factor of parental attitudes toward education and forms of language and communication used in the home." (p.8)

Immigration and race relations have become among England's most controversial political, social and economic concerns; as elsewhere, the educational aspects have not remained quiescent. Immigration into the United Kingdom had become the focus of considerable political debate which

reached a climax in early 1968 with a hastily conceived "panic" measure designed specifically to restrict immigration of Asians from Kenya and generally limit the inflow of non-white British Commonwealth citizens. Some politicians argued that racial bias was not the prime issue but rather the economic problems which had beset the country. Following the restrictive immigration legislation, a Race Relations Bill was passed, strengthening somewhat a weak earlier measure. Since the exclusion act sharply curbed immigration, the Race Relations Bill was presumably concerned with questions of how non-white immigrants would be treated. As the bill was debated in parliament, a Times editorial pointed out that "the immigrants already living here are among the poorest, the most badly housed, the most over-crowded, the least well-schooled and the most harrassed members of our population." They were, by most definitions of the term, severely disadvantaged.

Goldman and Taylor (1965) surveyed a growing body of research and literature on non-white immigrant children dealing with their educational problems and potential in Britain. They concluded that:

> the plight of coloured immigrant children is essentially the plight of indigenous socially disadvantaged children in slum and problem areas, but with the added dimensions of language difficulties and colour prejudice to overcome. This cannot be separated from questions of housing, health, facilities for pre-school and after-school activities, youth employment, and many other factors. (p. 177)

In a later survey, Goldman and Taylor (1966) reviewed American studies since it appeared that many were relevant to the British situation (e.g., "The Puerto Rican immigration into the U.S.A. is analagous to our Commonwealth immigration." p.22). Goldman and Taylor urged two kinds of research: (a) basic and diagnostic study of the needs of children, schools,

teachers and neighborhoods and (b) evaluation of the effectiveness of special compensatory programs for immigrant and socially disadvantaged children generally.

The main lines of activity presently are aimed at implementation of the Plowden Report recommendation "that positive discrimination be observed in areas which have large numbers of disadvantaged children and youth" (Educational Priority Areas or EPA's), at curriculum development through the Schools Council, and at providing more appropriately for immigrant children.

Educational Priority Areas. Special studies by Wiseman (1967) and Peaker (1967) were undertaken for the Plowden Committee, both dealing with home, family, and environmental influences on educational attainment. The Committee drew heavily on the special studies in recommending that Educational Priority Areas be established. The Plowden Report (1967) suggested eight criteria which might be used by local education authorities in identifying children in districts where "educational handicaps are reinforced by social handicaps". These included:

a. Social class composition--proportion of unskilled and semi-skilled workers.
b. Size of families--the larger the family, the more likely are the children to be in poverty.
c. Supplements in cash or kind from the State--number of children provided free school meals and families on National Assistance.
d. Overcrowding and sharing of houses--number of families in cramped accommodation in run-down areas.

e. Poor attendance and truancy--perceived as affecting school progress and as related to delinquency.

f. Proportions of retarded, disturbed, or handicapped pupils in regular or ordinary schools.

g. Incomplete families--one or the other parent is dead or not living at home or unable to provide satisfactory upbringing for children without special help.

h. Children unable to speak English. (pp. 57-59)

Three more criteria were later added: (a) poor or inadequate housing, (b) high pupil turnover, and (c) high teacher turnover. Thus, the criteria deal as Circular 11/67 puts it, with "evidence that the children in a district are suffering from multiple deprivation because of the combination of several disadvantages in their environment." Local Education Authorities (LEA's) were asked to rank schools with those at the bottom being entitled to priority treatment. The Inner London Education Authority (ILEA) developed an "Index of Educational Priority Areas" in an effort to standardize the collection of data related to these criteria in reliable and comparable ways. Other LEA's developed their own formulae for designating EPA schools and, while all were guided by the same eleven criteria, the application differs from one district to another.

The Plowden Committee stressed that once EPA schools had been designated, they must then be given the help they need.

> We have argued that the gap between the educational opportunities of the most and the least fortunate children should be closed, for economic and social reasons alike. It cannot be done, unless extra effort, extra skill and extra sources are devoted to the task. (p.65)

The report urged a start be made giving priority to the most severely deprived pupils--two percent of the pupils at first and growing to ten percent over five years. The measures proposed the following steps be taken in 1968 to 1972:

a. Ratio of teachers to children be improved with no class larger than 30.

b. EPA teachers be paid an additional salary of 120 pounds.

c. Teachers' aides be provided at a ratio of one to every two infant and junior classes.

d. Priority should be given for the replacement or improvement of old or out-of-date buildings. Approximately 5000 pounds should be allocated to each school for immediate minor works.

e. Extra books and equipment should be provided.

f. Nursery education should be expanded.

g. Colleges of education should establish training links with priority schools.

h. Teachers' centers should be established for in-service training.

i. Social work should be developed in conjunction with EPA schools.

j. Community schools should be tried out first in EPA schools.

k. Research should be designed to determine which developments have the most constructive effectives "so as to assist in planning the longer term programme to follow." (pp. 66-67)

While the concept of the Plowden Report has been accepted in principle, the funds made available for any part of its implementation have been relatively small. For example, in July 1967, the government announced that a total of 16 million pounds would be made available for building needs

for all EPA's. Teachers in EPA schools have received 75 pounds per year additional salary. (Midwinter, n.d.) Some LEAs are putting extra resources of their own into EPA-designated schools.

An Urban Aid Program was also initiated in October 1968 involving several government departments--education, health, and social security. In each of its first four phases, between 2 and 3 million pounds were made available largely for capital projects such as nursery classes, language teaching centers for immigrants, day nurseries and children's homes, with some support for operating costs. The fifth and final phase of the Urban Aid Program is largely devoted to non-capital projects such as work by voluntary agencies, playground organizations, summer camps and courses. (Smith, 1971a)

One of Plowden's recommendations was for research into effective programs and practices. The Social Sciences Research Council and the Department of Education and Science have funded an "Educational Priority Area Action Research Program" under the direction of A. H. Halsey of Oxford Social Administration Department. The project involves the development and evaluation of EPA programs in five areas: London, Birmingham, Liverpool, Dundee, and West Riding. The action consists of demonstration projects designed to: "(a) raise the educational performance of children; (b) improve the morale of teachers; (c) increase the involvement of parents in their children's education; and (d) increase the 'sense of responsibility' for their communities of the people living in them." The research consists of assessments of the programs undertaken in each of the five EPA's. Each LEA has its own program coordinator and researcher to evaluate the programs which have been developed. Each area has developed its own plans under

its local Project Director. The programs involve such activities as experimental play groups for pre-school children; addition of social workers to develop closer home and school relationships, development of links with a College of Education for teacher training.

The West Riding Educational Priority Area Project, one of the five such schemes under the SSRC program aimed at stimulating educational development in the depressed areas and assessing the consequences of these changes, differs from the others in that it is not located in an inner city but in a small self-contained mining community. With very limited resources, the West Riding EPA Project has concentrated on small-scale projects to meet specific needs and more general exploration of ways schools might change by extending their views as to what schools should do. The area had no pre-school facilities when the project began. Now, with the help of the LEA and voluntary groups, pre-school places have been provided for about half of all four-year olds and some provisions made for some three-year olds. Language development programs have been tested in the nursery groups and the effects assessed. A reading program has been initiated in four junior schools, geared to the needs of the child who has failed to read by the end of the primary stage. About half of the project's resources are devoted to the pre-school and reading programs. The other major program involves a multi-purpose education center designed to extend the work of the schools by promoting stronger links with the community. Originally, the center was conceived as a refuge for youngsters who had rejected or had been rejected by schools, youth clubs and other agencies. A converted house, the center has residential provisions, caring for youngsters facing crises at home, and providing a locus for intensive

courses for various groups. The center is used throughout the day and into the evening; children of pre-school, infant, junior, and secondary school age are involved as are parents, teachers and other community members. The short residential stay is not seen as a way of treating the particular problem of the child or his family but simply provide needed support during a crisis. Increasingly, the work of the project has moved from education into the community although it is still centrally concerned with educational development. The education center seems to be serving a demonstration function as to how various groups can be linked together and how various educational resources can be welded. (Smith, 1971b)

The other four EPA Projects are being developed along similar lines, focusing generally on pre-school programs, curriculum, school-parent relations, and community development, and teacher training. The assessment and evaluation activities vary considerably. Funded for three-years, what form, if any, will follow on completion of this period is not yet clear.

Schools Council Projects. The Schools Council was set up in October 1964 "to carry out research and development on curricula, teaching methods and examinations in primary and secondary schools." Although quasi-official, the Council is an independent body whose membership is supposed to represent all sectors of the educational field with a majority of its members classroom teachers. It issues three types of publications: Examination Bulletins, Curriculum Bulletins (reports on developments in curricula and teaching methods), and Working Paper (less formal reports on on-going curriculum development projects). An example of the latter is a publication titled English for Children of Immigrants. Working papers are usually the product of committee deliberations rather than findings from research and experimen-

tation although some projects do involve field testing. The Schools Council also funds various projects. Two Council projects are aimed at teaching of English to immigrant children and a third is focused on compensatory education.

The Schools Council Project in English for Immigrant Children at the Institute of Education at the University of Leeds prepared teaching materials designed primarily for children of Asian (Indian and Pakistani) and Cypriot immigrants. Although the Indian and Pakistani children form the largest group in the target population, the project does not lump them together due to different first languages spoken and, more important, the wide cultural divergencies among sub-groups. The Leeds project, essentially developmental in nature, began with an analysis of pupils, teachers, and primary schools to determine criteria for designing materials. Teams of teachers, academic specialists in relevant disciplines, and artisans combined to produce materials which are then tested in schools, revised, and finally published. The project's task was to produce an introductory course for non-English children ages eight to fifteen from different language groups in as many teaching situations as possible: "To provide an elementary grounding in oral English, with an introduction to reading and writing; the course as a whole should help with the social adjustment of the child in his new surroundings (in and out of school) and with his general education." The heart of the Leeds material is the Teacher's Guide which outlines the language schemes, specifies structural features that pupils should learn to control, indicates specific items they should learn to respond to, lists a minimum vocabulary, and presents a thematic framework from which the teacher can work. The materials also include movable visuals, flash cards,

and picture cards. The materials were tested in 140 schools with teachers receiving in-service orientation and very limited supervisory assistance. Each participating teacher is required to send information on how he has used the materials, problems encountered and his impression of the results.

The Schools Council Project on Teaching English to West Indian Children is located at the University of Birmingham and takes a different form from the Leeds project in that West Indian immigrant children do speak English, albeit heavily dialected. The Birmingham project has three phases: (a) evaluation and analysis of teaching and learning problems of West Indian children; (b) experimentation with materials and techniques which have been developed on the basis of findings of the first phase; and (c) evaluation of materials and techniques tested in school situations. The first phase involved collection of data about West Indian children including descriptions of their behavior in and reactions to classroom situations; analyses of intelligence and reading achievement of a sample consisting of all the eight-nine year olds in one LEA; and experimentation with eight and nine-year olds using Intelligibility Tests designed to examine lexical interference. In its first report (Schools Council, 1970), the Birmingham team deals with "the nature of West Indian dialects and their effects on the children's ability to learn English, the West Indian children's general language ability, their intellectual, social and emotional development." (p.4) The bulk of the report deals with specific linguistic objectives aimed at countering dialect interference and at improving communications skills. Guides are set forth for materials development by the project staff in the second phase. It is suggested that materials should aim at helping children write standard English, giving particular attention

to particular difficulties created by the West Indian dialect, and at improving oral fluency as well as enhancing confidence in one's ability. Details of the tests used, the sample drawn, and the test results are appended.

The Schools Council Research and Development Project in Compensatory Education (1970) is located at the University College of Swansea. Its main aims are: (a) to provide screening techniques for the early identification of children in need of compensatory education; (b) to conduct longitudinal studies of infant school children in deprived areas, with special attention to their emotional development and reaction to schooling; and (c) to develop teaching programs and materials in a variety of media to help disadvantaged infant school children. The Identification Techniques Unit is working with five-year olds in their first year of school trying to identify those "whose response to school will have deteriorated by the time they are eight years of age". Data are being collected on home background qualities; the child's intellectual, linguistic and emotional development; the child's medical condition; and teachers' opinions about their children, their education, and their approach to infant school education. The unit studying Emotional Development and Response to Schooling has a threefold aim: (a) to examine the effects of deprivation on the educational, social and emotional development of infant school children; (b) studying problems facing schools serving children from depressed areas as compared with those serving children with more favorable backgrounds, and (c) helping to develop compensatory and guidance programs and materials based on studies of children and schools. The Welsh Language Unit is studying the effects of deprivation on the linguistic development of Welsh-speaking infant school children and

producing materials for use in compensatory programs for Welsh-language infant schools. The Program Development Unit has responsibility for developing materials and media stemming from findings of the other units. Three publications have been issued thus far. In Compensatory Education: an Introduction (Chazan and Downes, 1968), compensatory education is defined, American programs are surveyed, and an annotated reading list is provided. In Reading Readiness (Chazan,1970), the concept of readiness is examined and various approaches and materials for teaching disadvantaged children to read are reviewed. The articles stress the need for structuring activities, nurturing the child's command of spoken language and communication skills, training of emotions and a healthy personality, and providing teachers who understand the values and aspirations of disadvantaged children and their parents. Compensatory Education and the New Media (Chazan and Downes, 1971) discusses the potential of television, film, filmstrips and tape recorders for compensatory programs. As pointed out in the foreword, "the particular significance of the new media in this context (compensatory education) is in their capacity to offer mediated experiences, to enlarge the total experience of the child and by so doing to stimulate the child's awareness of, and appreciation of, its immediate experience." (p.5)

The Schools Council Working Party studied the question of the secondary education of disadvantaged pupils. Its report, Cross'd with Adversity: the Education of Socially Disadvantaged Children in Secondary Schools (1970) deals with home and social backgrounds as they affect educational deprivation, drawing on various studies, including the Newsom and Plowden reports which have "emphasized the importance of the home and have reiterated the necessity of close collaboration between home and school." (p.13) The

working party surveyed various school practices aimed at combatting social deprivation. Some 33 recommendations are made, grouped into six sections headed as follows: underlying assumptions, home and school links, curriculum, organization, supply and training of teachers, and research and development. The appendixes include a discussion of testing procedures and educational guidance; a report on the urban community school as found in Sweden; and an analysis of the Report of the Committee on Local Authority and Allied Personnel Services (Seebohm Report) which proposed that the government establish a new local social service department to provide a community-based, family oriented service available to all. Some examples of existing courses in teacher education relevant to compensatory education are also included.

Immigrants and Education. The designation "immigrant" is neither accurate nor specific. For instance, the London Borough of Haringey categorizes immigrant children into seven groups as follows: Africans, Indians and Pakistanis, Maltese, West Indians, Greek Cypriots, Turkish Cypriots, and "others". However, children of immigrants who are born in England often find themselves at the same disadvantage educationally as do immigrant children who have arrived more recently from abroad. The official Department of Education and Science definition includes: (a) children born outside the British Isles who have come to England with or join parents or other relatives whose country of origin was also abroad and (b) children born in the United Kingdom to parents whose country of origin was abroad and whose parents have not been in England for more than ten years.

In summer 1965, two government documents were issued: Circular 7/65 titled, The Education of Immigrants and a White Paper titled, Immigrants

from the Commonwealth. The latter vaguely sketched a comprehensive program of housing, education and health for immigrants and represented an attempt "to formulate a coherent statement of future policy." Both of these documents came about at a time when feelings about non-white immigrants were beginning to rise. In November 1963, Sir Edward Boyle, then Minister of Education, after meeting with parents in primary schools in Southall, had enunciated a policy as follows: "If possible, it is desirable on educational grounds that no one school should have more than 30% of immigrants." Boyle warned that unless action was taken to prevent concentration, it would be "both politically and legally more or less impossible to compel native parents to send their children to school in an immigrant area if there are places for them in other schools." By 1965, the government was urging LEA's to avoid de facto segregation at all costs. Nevertheless, some schools had concentrations of immigrants as high as 90% although as late as February 1966, there were only estimates as to numbers and concentrations of immigrant children in most LEAs. Circular 7/65 which urged dispersing immigrant children was controversial and accepted neither by immigrants, who saw this militating against neighborhood school units, nor native English, who saw dispersal as something artificial and discriminatory.

Hawkes (1966) undertook a survey for the Institute of Race Relations of the problems of integrating immigrant children into the schools. Two reasons seemed to underlie the seemingly sudden concern with immigrants: (a) the fact that a considerable portion of immigrant children did not speak English stirred fears that British pupils would be held back in their education unless special provisions were made and (b) future social relations and economic opportunity in a racially diverse society would be set by the

foundations laid in schools. Hawkes' survey of procedures used by various local education authorities indicated the following: channeling immigrants to a school prepared to provide for immigrant children; spreading immigrant children to avoid de facto segregation; reception classes to prepare children for assignment in regular classes; withdrawal classes wherein immigrants are taken out of regular classes for special instruction in English; language reception centers which serve several schools somewhat like withdrawal classes; and special tuition classes. Hawkes argued for more favorable staffing ratios in areas with concentrations of immigrants and the provision of specially trained teachers for non-English speaking children. He saw no single answer to the problem but called instead for a national policy of action which would assess the effectiveness and consequences of procedures being used by various local authorities.

A study of discrimination against non-white Commonwealth immigrants in employment, housing and services (e.g., auto insurance and car rental) revealed substantially differential treatment of them compared with other minority groups, leaving little doubt that discrimination was based essentially on color. (Daniel, 1968) The report indicated that of the West Indians, Pakistanis, and Indians, it was the first group that had experienced the greatest discrimination and exposure to rebuff although they had higher expectations on arrival and greater desire to participate in the "British way of life." Asian immigrants tended to organize their lives so as to have a minimum exposure to situations that may result in discrimination. There is little data to support optimism that time would reduce discrimination and, in fact, an indication that the "awareness of discrimination, prejudice and hostility tends to make immigrants withdraw into their own

closed communities.

The results of a comprehensive survey of British race relations was reported by the Institute of Race Relations. (Rose and Associates, 1969) The survey examined race relations in all aspects of British society with a section devoted to education. Rose found that schools were experiencing considerable difficulty in absorbing large numbers of immigrant children, entering school at all ages and throughout the school year, many from non-English speaking homes. The difficulties, problems for which the schools seemed quite unprepared, "were to a great extent due to certain basic deficiencies and inequalities in the educational system, which were documented in a series of massive and detailed reports which appeared between 1959 and 1967." (p. 265) Rose maintains that the policy makers main concern appeared to be one of minimizing disturbance of the normal routines of class or school, worrying lest teachers devote time to immigrants at the expense of native English pupils. The school's role appeared to be "a social one: it would train immigrants to be British, and provide a location where they could mix with English children." Little or no thought had been devoted to an analysis of the nature and needs of the various non-white immigrant groups nor the consequences of dispersal schemes.

The Institute report saw some parallels between the de facto segregation and depressed area schools in Northern U.S.A. cities and immigrant-majority schools but felt that "those predominantly immigrant schools which are deprived in educational resources, or which serve deprived areas, join other white schools which have similar problems." Rose and his associates saw the best argument for dispersal policies as one affecting the perception

which identified color with inferiority and influenced teachers' attitudes and resources allocation. However, they felt this need not be inevitable, especially if

> the Plowden policies are fully implemented and the multi-racial schools, whatever their "racial balance", share in general improvement based on compensatory education. If the multi-racial schools are as good as any others and, equally important, are perceived to be so, then the self-fulfilling prophecy linking color and inferiority will be invalidated. This in itself will have significant consequences for race relations in Britain. But if this advance is to be made, radical changes in the whole basis of teacher training and the allocation of resources must take place. And this will require an unequivocal political commitment. (Rose and Associates, 1969, p. 293)

An Inner London Education Authority survey showed a sharp increase in the number of immigrant pupils in ILEA schools between 1964 and 1967 to a point where one in six children was designated as "immigrant". Immigrant children were distributed unevenly throughout the 881 primary schools; about half of the schools had fewer than 10% while 70 schools had more than 40% immigrant children, ranging up to 68%. (ILEA Working Party, 1967)

An ILEA study of 1,068 immigrant pupils transferring to secondary schools in September 1966 found that their performance on "11+ criteria" was consistently poorer than their English peers. The West Indian children, in particular, were not only performing more poorly than their English classmates but less well than other immigrant children from India, Pakistan, Cyprus and other countries. Pupils were placed in seven "profile groups" for English, mathematics and verbal reasoning: only two per cent of the immigrant pupils were found in Group I for the three "subjects" and about four-fifths were rated below the median for their English peers. As the length of English education increases, performance tends to improve. But

even though children who had attended school since 1960 or earlier do better than more recently arrived immigrants, they still do not do as well as their English peers. Even with six or more years of English schooling, 40% were in the bottom two grades in mathematics, 42% in the bottom two levels in verbal reasoning, and 38% in the last two grades in English. (Little, Mabey and Whitaker, 1968)

Although head teachers frequently observed that "standards have fallen," the attainment of non-immigrant English pupils did not fall in schools with high immigrant proportions. It had been expected that attainment in schools with large immigrant populations would be lower due to: (a) pressure of numbers where influx has raised the size of class rosters; (b) diversion of teachers' energies to meet the special needs of immigrant pupils; (c) lack of mutual stimulus to able non-immigrant pupils; and (d) the ablest non-immigrant families moving out either as a response to immigrant influx into the neighborhood or because better housing became available. The ILEA study clearly indicated that while overall standards did drop due to the attainments of immigrants, there were no differences between the distributions of groupings for non-immigrants in the sample schools and all ILEA pupils.

The ILEA Working Party's recommendations included:

a. Implementation of the principle of "positive discrimination" as outlined in the Plowden Report.

b. Generous staffing and measures to attract teachers to areas with high percentages of immigrants.

c. Widespread in-service training for teachers in the high immigrant areas.

d. Additional ancillary services.

e. Classes for immigrant mothers.

f. Summer play centers to help in the transition.

g. Extension of the nursery education pre-school provisions in high-immigrant areas.

The National Union of Teachers (N.U.T.), by far the largest professional association, issued a policy statement titled, The Education of Immigrants, in January 1967. (National Union of Teachers, 1967) The N.U.T., opposed to any discrimination due to differences in race, religion, or color, set forth its goals as the rapid integration of children into the educational system and, concurrently, the integration of adult members into their communities. The N.U.T. supported integration ("incorporation into full membership of the community as a whole while still respecting and allowing for the expression of differences of attitude, custom and convention, and above all language and culture". p. 2) and rejected the idea of assimilation, meaning obliteration of differences and superimposition of majority patterns on minority groups. The N.U.T. suggested testing of a variety of approaches. The Union, quite naturally interested in ways in which teachers from Commonwealth countries are used, urged that all teachers have reasonable fluency in English, fluency that will enable them to communicate with all children. The Union was concerned about teachers from countries where English, though not the indigenous language, is a second language for at least part of the population. Such teachers, the N.U.T. cautioned, rarely realize how great a divergence has developed between the native version of English and that which one finds in his own country which may be heavily dialected. The N.U.T. was also concerned with the methods used by Commonwealth teachers which tended

to be quite formal compared with the more informal, child-centered approaches used in most British primary schools. The N.U.T. pledged cooperation in absorbing teachers and in providing appropriate teacher training course.

Another group, the National Association of School Masters (1969) published a report titled, Education and the Immigrant, which analyzes the special problems found in the school as involving language and integration. The report deals with problems of staffing schools with large numbers of immigrants, the need for extra allowances for certain schools, and the necessity for ancillary and non-teaching staff assistance. The value of reception centers for newly arrived immigrant children, centers in which a medical examination, educational guidance, guidance on social matters, and a short course in English would be provided prior to the child being sent to a school. The question of dispersal of immigrant children is discussed with the Association viewing 50% as the "tipping point" beyond which a school is likely to become completely immigrant populated. Colleges of education are urged to provide their students with an understanding of the problems the immigrant child faces. Seven illustrative local programs are described briefly as examples of LEA initiatives. The report concludes that the nature and extent of the "immigrant problem" had been made clear and that the schools must now take the lead in building a united community in Britain.

An account of how one of the first schools in England to have more than half its population immigrant children (Spring Grove School in Huddersfield) developed its program to provide more adequately for its pupils is provided by Burgin and Edison (1966). A special English Department was established

to provide a transitional stage to help immigrant children learn English as quickly as possible. Burgin and Edison describe various approaches to integrating immigrants into the school and community, arguing the merits of a multi-racial school. They stress the need for attention to the needs and difficulties in teaching English as a second language, the urgent need for specialist teachers, the necessity for developing appropriate instructional materials and propose a national center to advise and aid schools involved in teaching English to immigrants. Burgin and Edison believe that a governmental supported center should provide immigrants with help with employment, housing and financial problems; assist with acculturation and understanding of political and social customs, and accelerate absorption of the immigrant into the community as soon as possible.

A survey by Power (1967) of administrative procedures used to provide for immigrant children indicated seven general patterns:

a. Normal placement: placing non-English children in classes with native English children, without otherwise attempting to meet the immigrant's linguistic and social needs.

b. Normal placement reinforced by specialist teaching of English as a foreign language: extra staff, with work undertaken by a teacher trained and/or experienced in the teaching of English as a foreign language or by trained peripatetic teachers of English.

c. Special classes: within the regular school organization, an intensive course in English is provided to enable the student to acquire a standard high enough for normal placement as soon as possible.

d. Special centers: children receive part-time instruction in special centers where specialist teachers and materials can be provided.

e. Reception centers: used to facilitate child's entry into the school system by giving special language tuition and teaching about the "English way of life" before placing them full-time in regular schools.

f. Dispersal schemes: non-English speaking children are dispersed to several schools to improve the educational and social opportunities available to them and to prevent concentration (imbalance) in any one school.

g. Extra-curricular activities: technical colleges and other further education institutions provide centers which combine social activities and language arts for adults and post-secondary youth.

The National Foundation for Educational Research in England and Wales (NFER) has conducted a study of methods of assessing the ability of non-English speaking children aimed at developing new "tests of learning ability which can be used to assess the abilities of children with all degrees of linguistic and other cultural handicaps." (Haynes, 1971, p. 29). The cross-cultural tests devised seem to be more useful than standard intelligence tests in predicting school attainment. A battery of five individually administered learning tests was administered to a sample of 125 Indian children and 40 English children of comparable age during their first year at junior school. The data were validated against measures of attainment at the end of the children's second year in the junior school and analyzed against some 28

additional personal and school variables.

On-going Research and Inquiry. Since 1962, the Sociological Research Unit of the University of London Institute of Education, under the direction of Bernstein, has undertaken a series of studies in five general areas: (a) social class differences in the way mothers prepared their children for the infant school experience; (b) maternal communication to and control over young children; (c) speech patterns of infant school children and social factors affecting such speech; (d) development of an exploratory language program for working-class infant school children; and (e) evaluation of the effects, if any, of the language program. Brandis and Henderson (1970) explored the differential effects of social class, ability, and sex and the mother's reported communications to her child on the development of the five year old's speech. The results show a relationship between the child's measured linguistic flexibility and the family's social class position. Bernstein and Brandis caution that studies of comparative socialization within society must not be interpreted in terms of "better" or "worse" and that we should be less concerned with the "differential strengths and weaknesses of class socialization and far more concerned with the forces which make for rigidity in the educational system and a sense of its inevitability." (p. 123)

The National Foundation for Educational Research began a Pre-School Project, the aim of which is "to introduce and evaluate a research-based programme designed to reduce failure in the primary school on the part of children at educational risk, in particular the culturally deprived." The first phase, begun in April 1968, is to last three years. Some 80 children

are involved in the compensatory program which attempts "to strike a balance between structured and unstructured activities that will best meet the needs of children from culturally poor homes." On the assumption that the major impediment to school attainment is in retarded development in language and in auditory and visual perception, an integrated scheme of training in these two areas is provided. The effectiveness of the nursery program will be assessed when the children are in the sixth term at the infant school. The project is expected to serve as a prototype for similar schemes being introduced into selected EPA nursery schools.

Little and Woodes (n.d.) reported a study of the functioning of the Sussex Road Remedial Centre, a center which differs from other remedial classes in the ILEA in that it is specifically designed for "Linguistically and Culturally Deprived Children." The center has four purposes: (a) to provide additional reading instruction for retarded readers; (b) to provide for emotionally disturbed children, and thus relieve the classroom teachers for four half-days per week; (c) to observe and diagnose learning problems of children; and (d) to teach English to immigrant children. At any one time, a maximum of fifty children, divided into two classes run by two teachers experienced in teaching of English to immigrant children, spend four half days at the center. Little and Woods assessed the effectiveness of the center, examining particularly the characteristics of those children who made the most progress and those who made the least. A few children improved considerably, but many improved only marginally or not at all. Although the center was set up to provide a compensatory language program, the problem in the area is too widespread to be tackled adequately by withdrawing children: "a compensatory language program needs to be incorporated into the school

curriculum if a realistic attempt is to be made to tackle the problem." (p.86)

A study has been undertaken into the preparation of teachers of the socially deprived with an initial grant from The Nuffield Foundation to ascertain what is actually being done currently by Colleges and Departments of Education and to make recommendations as to what should be the form and content of preparation of such teachers. In the first phase, an analysis is being made of courses, student selection procedures and characteristics, an emphasis not found in normal teacher training programs. Teachers who have followed one or more of the courses for teachers of the disadvantaged will be studied to see what they actually do when they enter teaching. How provision of these courses relates to the wide organizational structure of education will then be assessed. In the second phase, a series of structured seminars involving EPA schools, colleges and universities will be arranged to "develop a clearer notion of what is possible in the school and in the community and how the resources of colleges and universities might best be employed in meeting these needs."

In a brief review of research on compensatory education in Britain, Williams (1970) concluded that, although a good deal of basic research was still needed to determine the needs of children living in EPAs, there already existed "sufficient information of a general kind to initiate some action now." (p. 150) For example, while research already supports nursery schools, more emphasis should be placed on their educative and socializing functions, rather than their custodial activities. Similarly, Williams believes that the data indicate that a structured curriculum is warranted in the primary school and that teachers should be provided with specialized

training for working in the field of compensatory education. Finally, Williams views the 75 pound per year extra payment to all teachers working in EPA schools as a mistake, arguing that unless the payment is for additional responsibility or training, "the money is seen to function merely as a payment or a bribe to put up with squalor."

Compensatory Education and the Disadvantaged in Israel

Since its creation in 1948, Israel has become a nation of immigrants, many of whom migrated from Islamic Middle East and North African countries. Its Jewish population has increased four-fold since 1948, with two-thirds of the growth due to immigration. The non-Jewish population (mainly Arab) has tripled in the same period. Approximately another million Arabs live in Israeli-occupied territories.

Jews from Islamic Middle East and North African countries are often referred to as "Orientals" to distinguish them from the native-born Sabras and the westernized Jews of Europe and America. As a group, immigrants from Moslem Afro-Asian countries arrived in Israel with large families whose adult members were usually functionally illiterate and vocationally unskilled. The gap between the native-born Israelis, the veterans of prior immigrations and the immigrants from European and other westernized nations on the one hand, and the new immigrants on the other tends to be very large. It was a gap which had to be bridged for sheer survival of Israel as a nation.

The absorption of immigrants into a modern, western-oriented technological society has been both one of Israel's continuing goals as well as its major problem. Adler (1968) has pointed out that "it was natural that Israel's

policies of integration or 'absorption' were mostly aimed at diminishing the gaps or differences by processes of modernizing the immigrant groups, and not by planning a new or mixed cultural entity." The significance of this national policy of absorption of immigrants seems to have produced a commitment to deal with the causes of problems, not only with symptoms. Consequently, Israel must deal with all aspects of the absorption problems--housing, employment, education, social welfare and general acculturation. Persons from some 100 countries, having little in common except for the fact that they are Jews, arrive in Israel, generally in poverty, with a guaranteed right to begin a new life with help from the state. For example, between April 1964 and December 1967, 950,474 immigrants arrived--88% from countries where Jews were living either in economic and/or political distress.

The Israeli-Arabs represent about 13% of the total population. In 1969, approximately 75,000 pupils attended separate schools for Arab children and another 14,000 were at mission-operated schools. About 450 Israeli-Arabs were enrolled in institutions of higher education such as Hebrew University or Technion.

In general, when Israelis describe compensatory education programs and studies of the disadvantaged, they refer primarily to the Jewish population. There continue to exist significant discrepancies between the educational attainments of "Oriental" youth as contrasted with that of "Sabra" and "European" youth. The Oriental population represents about 50 percent of the total Jewish population but Oriental children comprise roughly 65 percent of the primary school population. Secondary education beyond the compulsory attendance age (presently 14 but to be raised to 16 over the next six years)

is fee-charging. A graduated-tuition was introduced about a dozen years ago with fees based on ability and need--the latter determined by parental income, size of family, number of siblings already in secondary school, etc. To assess ability, the so-called seker examination is administered to all pupils, with two sets of norms applied in order to increase the number of Oriental children in secondary schools. Since experience had indicated that the Oriental children were at a disadvantage in terms of qualifying on the examination, children from native Israeli or European backgrounds must score at 80 or above while the Oriental children need score only 68 or above for State and local authority subventions. About half of all pupils, including children of recent immigrants, are actually exempt from payment of fees. To encourage youth to enroll in secondary vocational and agricultural schools, tuition grants are made regardless of the examination scores. In 1968, the rate of attendance of Sabra and European students in academic high schools was still three times that of the Oriental students; a decade earlier, it had been six times higher. In the vocational schools the rate of attendance of Oriental children has been consistently higher than that of Sabras and Europeans and there are practically no differences in the attendance rates at agricultural schools, where enrollments are dropping for both groups.

Smilansky (1967) divides the official policies regarding advancement of the disadvantaged groups into three main periods: (a) First Decade, 1948-1957, when the State pressured immigrants to disregard their own backgrounds and to adopt the dominant European-oriented pattern on the assumption that formal equality and sufficient time would close the educational gap; (b) Second Decade, 1957-1966, when the Minister of Education instituted "State Protection" compensatory programs favoring the disadvantaged, in the

belief that emergency short-term remedial measures would result in striking changes; and (c) Third Decade, 1967-present, when the realization struck home that there must be long-range comprehensive and systematic attacks on the value orientations of the community, expressed in a reform of the structure, content, and mode of operation of the entire school system. The goal is an attitude of readiness for modernization and change. The Ministry of Education has started to implement reforms for a six-year primary education followed by a six-year secondary education (intermediate and higher departments of three years each).

Programs for the Disadvantaged. The Ministry of Education and Culture maintains a special branch which concerns itself with developing and administering programs for the disadvantaged, including an extended school day and an extended school year. These special programs are under the direction of the Pedagogical Secretariat for Elementary Education, Center for T.T. Institutions. "T.T." is an abbreviation for Teunei-Tipuach--"those in need of aid and development."

Some 2,500 classes containing more than 60,000 elementary school children provide 40 percent additional instructional time daily in Long Day "reinforcement" programs. Three weighted criteria are used to determine which schools will provide 32-42 hours of instruction per week in contrast to the normal 24-32 hours. These include: (a) academic achievement of pupils--50%; (b) sub-standard qualifications of teachers and other staff--20%; and (c) background of the pupils, including the origins of the parents and the language spoken at home--30%. For financial reasons, only about 60 percent of the schools which qualify are included in the Long Day Schools program. Such schools are treated as units and the staff is provided with

in-service training, specially prepared materials, and additional resources. The focus is on improving scholastic achievement and on enriching through extra-curricular activities. There is considerable attention to individual assistance with students being helped to undertake independent work and being supplied with supplementary materials. Children participate in various extra-curricular activities, such as school newspapers, clubs, and committees. Artistic and aesthetic education are also emphasized and trips to museums, theaters, and concerts are arranged.

The Long Year Schools strive to enrich students' knowledge and to provide additional materials in schools which, because of limited Ministry resources, are not included among the Long Day Schools. Some 20,000 children have an additional month of school in July. The program takes the form of a summer day camp rather than the more formal school atmosphere; the class and its teacher continue as the basic organizational unit around which special activities, including trips, clubs and projects, take place.

A third program, Hach Batzal involves some 2,000 classes in grades six through eight, arranged in groups or "sets" in language, mathematics, and English as a second language. An effort is made to provide the "best" teachers for the slowest classes or those with the lowest achievement. Special materials and activities were developed, along with in-service education for their use. A special Ministry group is dealing with the problems of producing appropriate new books and other materials for the three groups, advising teachers on their use, and supervising their testing of the materials.

A Helping Teacher Program is being developed in which a staff of

experienced teachers guides and supervises teachers on appropriate methods and materials. A Remedial Teaching Program in Hebrew, reading, writing, and arithmetic has been undertaken which began with the development of special diagnostic tests to identify children in grades two through five who are of normal intelligence but who are behind in reading and mathematics. These classes are restricted to not more than 18 students. A special room is provided in the school with special materials employed by a trained remedial teacher. The children belong to the "special help" class as well as his regular class, participating fully in all social activities. The goal of the class is to bring the child up to the level of the regular classes and to tailor individual work according to the needs of the child. Pupils usually remain in these special help classes one or two hours daily.

The Ma'Alot is an out-of-school program for sixth graders from several neighboring schools, operated two afternoons per week. Twenty Centers for Enrichment and Preparation of Students for Post-Elementary School are operated with youngsters selected for the program representing the top quarter of the disadvantaged group. Some 5,000 youngsters are assembled for special tutoring and assistance in preparing for the seker or secondary school examination.

There are also supplementary classes for children who have difficulty in reading and arithmetic. Each class has its own supplementary group in which the teacher uses methods and materials different from regular ones. Each student has a special plan of work tailored to his needs. The plan includes subjects of study, length of time for the special treatment, and teaching media. Because the number of students in each group is somewhere

between four and six, the teacher has additional time for the one-to-one relationship that disadvantaged children are thought to need.

Special textbooks have been developed for Hebrew (special readers), history, geography, citizenship, and Judaica. The style and language of these materials are simpler; content is taken from everyday life and the immediate environment of the disadvantaged; work sheets for independent work by students are provided and guide books for the teachers are supplied.

Several kinds of residential secondary schools have been tried out for "gifted children" of Oriental or disadvantaged origins. Students of such schools are integrated into regular secondary schools while living in their own dormitories. The purpose of such arrangements is to provide gifted disadvantaged youth with optimum learning conditions, including continuous guidance and supervision of study. Thus, they are provided certain advantages with respect to their living environment. At the same time, it is hoped that more advantaged secondary school students will benefit from contacts and that both groups will be educated under similar conditions and absorb similar values. Candidates for residential programs for disadvantaged students are of three types: (a) youth who live in areas without secondary schools capable of developing individual potential; (b) youth with exceptional talent whose neighborhoods lack facilities for developing those talents; and (c) gifted youth from disadvantaged families in urban areas. Preference is given to youth from Oriental families and from urban areas, where family living conditions could discourage academic progress. Supplementary lessons, cultural and social activities are provided. Another kind of residential school which combines vocational and para-military training

is the maritime secondary school. Boys up to age 16 1/2 who have completed nine or ten years of schooling take a one-year seamanship course, followed by a year of practical apprenticeship on a merchant vessel.

The kibbutzim or collective settlements (usually basically agricultural, although some urban kibbutzim have now been established) maintain their own schools and cultural institutions. There are at least four major kibbutz movements, each with its own political or religious party affiliation. The kibbutz educational program has been studied and analyzed by a number of researchers, including Americans. Bettelheim (1968) and Spiro (1958), for example, have examined the unique kibbutz approach to education and child rearing. Some kibbutzim assist in absorbing immigrant youth through cooperation with the Youth Aliyah program. A few have provisions for special groups of youth such as those with emotional or social problems.

The Children's and Youth Aliyah Department of the Jewish Agency works with immigration and absorption of three kinds of youth: (a) young people coming to Israel unaccompanied by any relatives; (b) young people coming in with relatives; and (c) children of immigrants already in Israel who have not yet been economically or culturally integrated. The first group is now relatively small, encompassing individual immigrants rather than groups, as in the past. Many of these boys and girls are provided for in self-contained youth villages. Children of new immigrants are accepted into educational settings which will speed their acculturation and, at the same time, the strategy helps families who, because of initial difficulties of absorption, cannot devote themselves adequately to their children's education. The program also includes youth from urban slums, development towns, and immigrant villages.

Youth Aliyah work takes place in four different contexts. First, there are youth groups in the kibbutzim, stressing agricultural and vocational education. Second, some 80 academic,vocational, and agricultural institutions with hostels attached, sponsor a variety of subjects of study and training. A third set of institutions stress rehabilitation for children who are physically and mentally healthy but socially disadvantaged; foster families assist in the care of children with special problems. As these youth progress, they are transferred from these into other Youth Aliyah programs. Finally, Youth Centers are maintained to coordinate and administer various agency services for young people ages 16-17 1/2, providing technological and skills training. To solve the language problems which exist with such a diverse population, "Ulpan" centers, furnishing intensive language training plus dormitory accommodations, are maintained.

Finally, the Israeli Defense Forces (I.D.F.) serve an important educational and acculturation function. Unless physically unfit or in the case of females exempt for religious reasons, all males and females enter the Defense Forces at age 18, the men for three years, the girls for two. As Mordechai Bar-On (1966) observed: "The I.D.F. is one of the primary educational factors in the country which serves as a highly important agency for social development and as a melting pot for integration and immigration and absorption."

Aside from the basic language courses, the I.D.F. provides a variety of vocational and technical training. The Defense Forces maintain pre-military technical training programs, including a vocational training center for 14-16 year old boys. A cadet training program is attached to one of the prestigious

secondary schools. Youth with leadership potential are provided dormitory and related facilities, are involved in pre-military training and, for their general education, are integrated into the school's regular program. Soldiers who lack the elementary certificate, many of them immigrants with Oriental background, may be assigned to a special school toward the end of their military service. There, they are given about nine hours of instruction daily for a total of 500 hours of basic education under the tutelage of girls who have graduated from teacher seminaries and who discharge their military obligation as instructors. Graduates earn a certificate which is equivalent to the eighth grade certificate of the Ministry of Education. As the general standards of education have been raised, fewer recruits report incomplete elementary education so that the school's curriculum has been modified to provide early secondary education. However, in this case the studies extend the period of regular military service by an additional four months (in contrast to the elementary program which replaces the last few months of the soldier's obligation). Studies are intensive, covering 700 hours of instruction in the four months designed to prepare pupils for external examinations and even for grants to continue their studies in civilian life.

Finally, the I.D.F. assigns female soldiers to teach at border settlements and new villages. Hundreds of I.D.F. female soldiers in uniform live in all-immigrant settlements and development centers, teaching children at elementary schools or adults in night schools, organizing youth clubs and, to a large extent, bearing the major load for educational and cultural affairs.

Several programs are designed to provide higher education for disadvantaged

youth. One was established in 1963 through the joint efforts of the Technion at Haifa, Hebrew University in Jerusalem, the I.D.F., and the Ministry of Education. The purpose of the program was to increase the chances of admittance to institutions of higher education for Oriental Jews. The I.D.F. identified soldiers completing their military service who met three criteria: (a) immigrants or sons of immigrants, mainly from Islamic countries; (b) graduates of academic high schools who held a matriculation certificate and graduates of four-year vocational high schools who had taken a comprehensive examination; and (c) low socio-economic status groups. Soldiers who met the first two criteria are notified about the program, and those who are interested apply. A screening committee then selects 45 for the Technion and 45 for the University. The program begins in February and continues for six to eight months with participants receiving complete board and lodging from the I.D.F., required to wear their military uniforms and assigned to study. (Perlberg and Rom, 1969) At the Technion, the purpose of the program is to enhance the participants' chances of succeeding in the competitive examinations in math and physics and emphasis is on these subjects together with other enrichment courses. Because the areas of specialization are more diversified at the Hebrew University, the curriculum is much more varied with two core curricula available, one for those who intend to study sciences and medicine and the other for those choosing the social sciences, arts, and humanities. Students are divided according to their interests and prepare for the competitive entrance examinations. Of the 396 candidates admitted to the program in the first five years, 346 finished the preparatory courses and 316 were admitted to the Technion and the University. Commenting on the evaluation of the program, Perlberg and Rom observed:

> At this stage, it could not be determined yet from the results of this project whether it is possible to raise significantly the intellectual ability of students from disadvantaged groups at the higher education level. Nevertheless, it would seem that there is untapped potential of academically talented students among disadvantaged groups. Their future positive contribution to society depends to a great extent on whether they will be identified and whether we will develop their growth and self-fulfillment possibilities. (p. 319)

Evaluation, Research and Development Activities. A report on a 1970 conference on the disadvantaged characterized "the education of elements in the population who lag behind to a dangerous extent in cultural advancement" as "the second most important problem in Israel." A variety of centers and departments at universities, ministeries, and related agencies are conducting research studies and testing experimental approaches to providing for disadvantaged populations.

The Ministry of Education's Center for the Culturally Deprived has issued a report containing the results of the first assessments of the various compensatory programs under its direction. The Center's Director has "stressed that despite research criticisms there are achievements and that all compensatory programs have value in that they at least prevent a worsening of the situation."

The Henrietta Szold Institute (1970), the National Institute for Research in the Behavioral Sciences, was founded in 1941 and its major activities include: "planning, coordinating and executing research projects, surveys, studies and experiments in the field of human behavior with special emphasis on children and youth." (p. 13) Its Report on Activities, 1967-1969, lists ten current projects or recently completed studies concerned with culturally disadvantaged children. These include:

1. Youth Aliyah (Immigration): Evaluation of the Educational Process in the Mechinot (Preparatory Classes for Disadvantaged Children).--Mechinot classes are for children 13-14 years of age who had attained only reading, writing and math skills of first to third graders. A combination work-study program in a residential atmosphere (including a kibbutz) was used. The majority reached the achievement level of the eighth and ninth grade, developed more positive attitudes toward society, and were oriented toward more productive vocations.

2. The Development and Use and Evaluation of Self-Instructional Programs in Israel.--Programmed materials in arithmetic and algebra were prepared for disadvantaged youth and tested in the schools. Classes using the programmed materials learned more than classes using conventional texts, although the data are not adequate to support the general proposition that "programmed instruction is better than conventional instruction."

3. Improving Selection Procedures of Candidates to Secondary Boarding Schools for Gifted Culturally Disadvantaged Youth.--The Center provides dormitories for secondary school gifted disadvantaged youth and the study attempted to establish more effective selection procedures using a minimal number of tests and reducing the testing time. The report recommends the use of three specific tests as a short and conclusive battery for the selection.

4. An Experimental Investigation of the Effects of Various Grouping Methods on the Cognitive and Psycho-Social Development of Elementary School Pupils.--The study was designed to test the assumption that for disadvantaged pupils, "instruction in a small class, the population of which enjoys a fairly common level of knowledge, will enable individual care of the pupil and instruction suitable for his level." The data should provide a better basis for deciding whether to carry on with grouping in the elementary schools and should help formulate the questions the Ministry should seek answer to when it assesses the educational system.

5. The Extended School Day (The Effects on School Achievement, Personality and Social Relations of Added Hours of Instruction).--This study is aimed at evaluating whether or not the extended school day program (Long Day Schools) contributes to the advancement of disadvantaged pupils and to determine whether or not one framework for the program is preferable to the others.

6. Growth and Development of Children from Various Social Strata and Ethnic Groups.--The purpose of this study is to assess the emotional, physical, social and intellectual aspects of the processes of growth and development of various social and ethnic groups in different kinds of surroundings and to relate different aspects of the growth processes and child-rearing patterns to social and cultural backgrounds.

7. The Relative Importance of Different Frameworks (Family and School) in Promoting Cognitive Abilities in Young Children from Low Socio-cultural Strata.--The purpose of the study is to examine the possibilities of involving culturally disadvantaged parents in the scholastic and intellectual development of their kindergarten children.

8. Identification and Intellectual Advancement of Culturally Disadvantaged Youth in Post-Elementary Education.--This project aims to test the possibilities of nurturing gifted youth from low socio-economic backgrounds in their post-elementary education through boarding-school programs.

9. Teaching Reading in Kindergarten (Age 5) as an Additional Medium in Promoting Culturally Disadvantaged Children.--The purpose of this study is to examine three major variables in promoting cognitive abilities,imparting information, developing reading comprehension, and modifying attitudes in young disadvantaged children. The variables to be examined are: (a) the time reading instruction is to begin--kindergarten or first grade; (b) the method of teaching reading--global or phonic; and (c) the type of program--regular kindergarten or a directive approach especially designed for disadvantaged pupils.

10. Non-conventional Vocational Programs for Low-Achieving Post-Elementary School Students.--This pilot study involves testing the value of four types of remedial classes and the kind of disadvantaged youth most likely to profit from each. (pp. 16-34)

For the past twenty years, the Szold Institute "has devoted a major portion of its research to investigate the pattern of failure /of disadvantaged children and youth/ and to develop more effective ways to educate these children." (p. 16) The Institute issues a variety of publications including research reports on individual projects and studies. The Effects of Sociodramatic Play of Disadvantaged Pre-School Children (S. Smilansky, 1968) represents a report of an Institute study comparing sociodramatic play of children from advantaged sociocultural backgrounds with that of children from disadvantaged strata, analyzing the differences observed, and intervening to further sociodramatic play in disadvantaged groups. Some of these Szold Institute studies are of a basic nature such as that of comparing the

intellectual development of Kibbutz children ages 4-14 whose parents are of Oriental origin with that of control groups of European and mixed origin. (Smilansky and Smilansky, 1968) Others are evaluation reports of various compensatory programs.

The Hebrew University in Jerusalem has had a long tradition of concern and research for the education and development of the disadvantaged. In 1968, the National Council of Jewish Women of the U.S.A. established a Center for Research in Education of the Disadvantaged at the University "based on a recognition of the deep need in Israel for educating large numbers of children whose cultural, economic and social backgrounds make it difficult for them to integrate into Israeli society." (NCJW Center, 1970, p. 3) The Center's goal is that of creating "a unified program of research, where resources permit, which will touch upon all the various educational activities which have an effect on the success or failure of the disadvantaged in school and the society around him." (p. 21).

Its ongoing projects in 1970-71 consisted of the following:

1. An investigation of Cultural Versus Primary Intellectual Retardation.--The aim of this study is to identify the areas of learning and basic intellectual functions related to primary or constitutional retardation, contrasted with those related to cultural and social deprivation. The findings should help in developing appropriate programs differentiating those who are culturally retarded from those who are primarily retarded and, at the same time, help in determining areas of strength in intellectual functioning among disadvantaged learners which might be used in planning.

2. Individual Difference in Attention.--This study is aimed at assessing the disadvantaged child's capacity for developing habits of listening, concentrating, and attending. Preliminary data suggest that, given equal intellectual ability, disadvantaged pupils are as capable of attending as are the advantaged peers.

3. Home Intervention Program for Preschool Youngsters.--This project uses the home environment to facilitate the acquisition of basic cognitive and language skills of preschool (ages three to five) disadvantaged children. The basic concept being tested is that

mothers, given appropriate materials and the guidance of an aide who is herself a member of the disadvantaged community, can become effective teachers of their children.

4. Avoiding Children's Cultural Retardation by Improving Their Mothers' Speech.--The underlying hypothesis of this project is that verbal and intellectual retardation of disadvantaged young children can be alleviated or prevented by changing the verbal behavior of mothers with their infants.

5. Study of Creative Movement and Its Effect on Academic Performance of the Disadvantaged Student.--This project is testing the hypothesis that young children can develop intellectually through the vehicle of creative movement. A pilot program indicated that children who participated in classes of carefully structured movement activities tended to perform better on tests of intellectual ability than those who did not.

6. A Study of the Influence of Teachers' Expectations on Classroom Behavior.--This project is a modified replication of the Rosenthal-Jacobson study (Pygmalion in the Classroom) examining the relationships between teachers' expectations and children's intellectual development. The project hopes to shed light on the nature of the phenomenon in the hope that it can be used by teachers to improve the quality of instruction.

7. Home Environment and the Intellectual Performance of the Child.--This study replicates some American studies relating home intellectual environment and intellectual ability. Results indicate that children from environments below a certain level were uniformly low in intellectual functioning. The reasons for this relationship are now being explored through further study.

8. A Study of Teacher Training Focused on Increasing the Level of Abstract Thinking.--This study is aimed at "the rehabilitation of the cognitive abilities of culturally disadvantaged children" through teaching methods which attempt to correct errors in the classroom situation. The project involves the teacher's trying new teaching methods based on diagnoses of the child's responses.

9. In-Service Training for Tutors to Work with the Disadvantaged.--Fifteen persons with extensive teaching experience participated in a year-long course dealing with the disadvantaged. The project was discontinued when it was found that the model chosen was not successful for training the particular people involved. It is anticipated that the project will be continued when the training model is modified.

10. Evaluation of the Army Enrichment Program.--An educational enrichment program for soldiers of "Oriental" origin who have completed secondary school but are not prepared adequately for university has been in operation for seven years. This study is designed

to assess the program itself and to identify factors affecting the success or failure of the students involved.

11. Audio-Tutorial Instruction for the Natural Sciences.--This project involves an experimental tutorial instructional program of tapes and related materials which the child uses independently. Experience suggests that the logical sequence of presentation of the material and involvement of the learner on his own, increases the learning. Presently being tested at the first grade level, the program will continue into the second.

12. Classification Training for Underprivileged Children.--This study is designed to test whether classification training at the kindergarten level can help develop the conceptual thinking abilities of disadvantaged children. (NCJW Center for Research in Education of the Disadvantaged, 1970, pp. 5-17).

Under a grant from the Van Leer Foundation of the Hague, the Center is undertaking an evaluation of "various activities in the area of education of the disadvantaged in Israel, ranging from research projects, school programs and structure to educational activities outside the school." (p. 21)

For some twenty years, Feuerstein has been involved in research and clinical activity dealing with acculturation, education and therapeutic processes of disadvantaged children and youth. Feuerstein (1968) argues that the most effective way of breaking the cycle of low level of aspiration, motivation, and functioning lies "in proper diagnosis, namely the correct assessment of the disadvantaged child's hidden potential, over and beyond his low level of functioning." (p. 562) Feuerstein's thesis is that conventional psychometric techniques have not only predicted failure of disadvantaged children but have contributed operationally to the fulfillment of these predictions. The reason, he suggests, is found in the static goal of the psychometric approach which limits itself to an inventory of existent information about perceptual and cognitive skills, disregarding the child's experiential, educational and motivational background. A Learning Potential

Assessment Device (LPAD) has been developed which:

> Instead of making an inventory of existent capacities of an individual and using these results as a basis for making inferences on his future development, the dynamic approach seeks to measure the degree of modifiability of the individual by providing him with a focused learning experience. We thereby obtain a measure of the learning potential of the individual, which in contradistinction to his manifest level of functioning will be defined as: the capacity of the individual to be significantly modified by a learning process. (p. 563)

Among the Israeli-Arabs, there has been a steady rise in school attendance, especially since education has been made compulsory on the same basis as for the Jewish population. The Ministry of Education has been working with area supervisors on development of appropriate curriculum materials and in teacher training. Special textbooks have been prepared for Arab children.

In summary, the problems of immigrant absorption and the upgrading--educational, economic, social and political--of the less advantaged portion of the population are clearly a national commitment of the State of Israel since its very survival rests on this modernization process. The native born Sabras and the Europeans (including Americans and South Africans) are clearly the dominant groups politically, technologically, culturally and socially. Earlier efforts to distribute the disperse new arrivals were not entirely successful and the government has moved toward creating alternatives. Some new settlements (moshavim) are quite homogeneous while new towns are more heterogeneous; homogeneous villages and hamlets surround larger cities and town centers. The school reform being implemented currently is intended to provide greater integration by establishing larger middle schools (grades 8-10) serving a number of area elementary schools. However, the implementation of the reform and the attainment of the desired ends have gone slowly, partly due to the de facto segregation which exists and partly to the need

for developing appropriate programs in the more comprehensive schools.

Some Compensatory Programs in Other Countries

Research and development activities in other countries tend to be less widespread and less visible than in Israel and England. Reports on a few compensatory programs are available.

The Netherlands. Grandia (1968) conducted a longitudinal study of the conditions affecting the development of working class youth in Rotterdam, The Netherlands. Focusing on a "social rear guard" which lives in poor neighborhoods and slums, in old and cramped housing with few amenities, and is socially and culturally isolated from the rest of the country, Grandia analyzed the differences in educational circumstances of children from such depressed areas and those from better socioeconomic sections. He identified the "starting environment" as determined by such factors as the education and occupation of the parents, their social and cultural interests, their interest in and attention to their children, and the basic economic and cultural influences of the family and neighborhood. He also identified a "human aspiration level" determined by the ambitions of the child, his educational opportunities and social perspectives, and the parents' sense of responsibility and readiness to give of themselves for the future of their children.

On the basis of his study, Grandia initiated a social-pedagogical project in Rotterdam aimed at influencing positively the educational situation of working class youth, increasing their ability to learn and to

participate in higher education, helping them to prepare for professional and semi-professional careers. The ten-year project begins in infant schools with three-year olds. Mothers are involved in the work of the infant school. Efforts are made to articulate programs of the infant, primary and secondary schools. The project is centered in two districts of Rotterdam which are not slated for slum clearance, in the hope that the project will prevent further impoverishment and decline. Six infant and ten primary schools with about 2,000 pupils and 85 teachers are presently involved. The program calls for cooperation between family and school, among schools, and with other institutions for social-education in an effort to influence "the way of life of families in order to improve the children's educational situation so that they may have more opportunity for personal and social development." (Grandia, 1969, p. 307)

The question of how parents can bring up their children to be able to cope with the demands of school life was examined by Raupp (1969). In the first stage of the study, Raupp examined the adjustment and behavioral problems which appear at the time of school entrance. In the next stage, he explored the differences between parental attitudes and behavior of low- and good-achievers from low socioeconomic mileux. A family counselling program was developed to raise "the cultural-pedagogical niveau of the upbringing in the families concerned so that the children involved will be better able to cope with school experience from the beginning; will be 'school-resistant' to an extent enabling them to attain school achievements which form a good basis for further education." (p. 178) To what extent the family counselling program will be accepted and supported by the schools or viewed as a threat by the teaching staff is not clear yet and is being

assessed by Raupp in the implementation of the program.

Ireland. Kellaghan (1969) reviewed the situation with respect to the disadvantaged in Ireland and observed that with no minority or racial groups, no immigration, and availability of primary education to all generations, Ireland's problems seemed small compared to that of some other nations. However, he noted, there were children from poorer parts of the city and rural areas who enter school unprepared to meet the demands made on them. In 1968, a project was proposed for "the creation for children between the ages of three and eight years in the neighborhood of Rutland Street, Dublin, of a new educational environment in which teachers, social workers, psychologists, doctors, and nurses would cooperate in the task of developing fully the intellectual, physical, emotional and social potential of each child." (p. 30) The proposal specified that (a) a pre-school center for three and four-year olds be established; (b) a research program study the social and psychological factors associated with disadvantagement; and (c) parents and community be involved as much as possible in the school's work.

The Special Education Project at Sean McDermott Street, Dublin, is the present designation of the project involving approximately 90 children. A major feature of the project involves development of an appropriate curriculum for three and four-year old disadvantaged children. (Holland, 1969) The main areas covered in the curriculum are: language, cognitive behavior, social behavior, task behavior, motivation, and personality development. The research program involves a description of the psychological characteristics of the three-year olds and their home backgrounds; development of a school curriculum and a home curriculum; evaluation of

the effects of the school based as opposed to the home based programs; and an overall evaluation of the effects of the intervention project.

Italy. Program I.A.R.D. (Program for the Identification and Assistance of Gifted Youth) was initiated in the early 1960's by the Rotary Clubs of Milan to engage in preparing and validating a series of psychological assessment instruments, in testing forms of cultural enrichment, in providing financial assistance to needy youth, and in supplementing and extending talent development activities in schools. Presently supported in part by a Van Leer Foundation grant, the IARD is focusing on a research and action program to discover the social, family, individual, and scholastic factors contributing to underachievement at the elementary school level and to determine methods and means of intervening in school and community to counteract and compensate for these factors.

Sweden. Trankell and Trankell (1967) have examined the problems of the approximately 1,000 gypsies in Sweden "who are now trying to gain acceptance and reorient themselves in a surrounding which no longer offers them any of those means of self-support they disposed of over less than twenty years ago." The impetus for the study was the sporadic attendance and poor achievement of gypsy children of school age in Stockholm following their settlement in apartments in that city wherein they were supposed "to lead an ordinary life as other Swedes." Family counselling was provided to 12 of the 36 gypsy families in an effort to get the families to take responsibility for their children's attendance. In the second year, all families were involved in the treatment and a clinic was made available. Thirty-five of the 68 gypsy children attended the clinic where they were

provided with individual instruction in subjects in which their performance was far below that of their school peers. On the basis of the theoretical and observational studies and the evaluation of the family counselling and clinic treatments, the Trankells proposed a program uniting the welfare and administrative bodies "in a system of measures designed to lead to 'internal reforms' in both the individual and gypsy population of Stockholm as a whole." (p. 54)

In Conclusion

A review of some of the research and development efforts in programs for the disadvantaged abroad suggests that the concerns and the patterns being followed generally parallel activities in the United States. The groups considered "disadvantaged" tend to be those of racial or ethnic minority group status, immigrants and in-migrants, and those of low socio-economic or impoverished status. The programs, in general terms, are not unlike those of America. There is considerable interest, for example, in early childhood and pre-school education, language and basic skills development, curriculum modifications, remedial activities, involvement of family, community development, integration, etc.. Some programs are part of a national concern; others represent small-scale local efforts.

The parallelism to the United States is not unexpected, of course, in light of the communication flow regarding the disadvantaged and compensatory programs. Educational, psychological, sociological and related research on the disadvantaged has been undertaken on a far larger scale and for a longer period in America than elsewhere. Even where researchers abroad

have been concerned, for example, with social class differentials in educational opportunity, the work has tended to be more on a basic theoretical level rather than as a spur for program development. Researchers and program planners from abroad have taken advantage of the ready accessibility of American research and experience through literature search and visits to the States. Program development in the States has been underway for some time and, despite the uneveness of the design, quality, effectiveness, and relevance of much of such undertakings, the experiences are available to policy makers and program developers in other lands to examine and study.

The problems of the disadvantaged and those who are discriminated against abroad have some elements in common and others quite different from those in America. In some instances, it has been possible for educators in other lands to replicate American programs with minor modifications. In other instances, they have taken the theoretical base and built a total indigenous model. Social, economic, cultural and educational problems which contribute to individuals and groups being disadvantaged have both similarities and differences from their manifestations here in the United States. The fact that the concern for compensatory education is spreading to other nations, developed and developing, provides an opportunity to probe and to understand how seemingly similar problems emerge from quite different societal and cultural contexts. Obviously, for instance, poverty has differing consequences in different societies. Language differences may have greater significance in some cultures than others. The socialization processes of the educational systems vary. Minority status has a different meaning. National goals and purposes may result in differing

sets of priorities from one nation to another.

As research and development efforts are mounted and programs initiated in countries abroad, Americans will do well to open further the lines of communication in both directions in order to fill in knowledge gaps, bolster theory, and better understand the nature and meaning of compensatory programming. In analyzing the programs and research data of other countries and other educational systems, we may come to understand our own better.

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